may be removed by him at any time; . . . " Secs. 34, 35, 38.

There is here one striking difference between Mill's views and the provisions of the *Model Charter*. Mill thought traditionally. He conceived of his city manager as a local resident, a member of the council or board of directors, chosen by the body from among its own members, like the English mayor or the president-manager of a corporation. Perhaps under English conditions in his own day, this plan would have worked well. Those who drew up the *Model Charter* thought in terms of a manager who would make city administration his profession and who would be called from city to city as his fame grew with his success. The selection of the manager from among the members of the council, although not forbidden, was conceived of as generally undesirable under American conditions. This difference is highly important but hardly vital.

There are other differences, too, between Mill's plan and the *Model Charter*. Mill omits the initiative, referendum, and recall, of course; and he is imbued with the idea of the necessity of property tests for electors. These discrepancies are not fatal. All things considered, Mill is distinctly a modern. His 5th and 15th chapters in the *Considerations on Representative Government* form even today an excellent statement of some of the salient problems of the organization of local governments.

GAINS AGAINST THE NUISANCES

II. NOISE AND PUBLIC HEALTH[1]

BY WILLIS O. NANCE, M.D.
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The second article in our series of Gains Against the Nuisances. Most noise is preventable. City noises shorten our lives, besides making them less worth living. :: :: :: :: :: :: :: ::

CITY noises, like the proverbial poor, we must always expect to have with us. Noise in any community may be and usually is a distinct sign of progress and frequently of prosperity. No large number of people can live together and transact business without making some noise. It is true that no large city of importance can be made noiseless. However, everybody knows that much of the noise of metropolitan life is absolutely unnecessary. It must be remembered that complaints against city noises are not by any means a fad of the idle rich. For if one goes into the industrial communities he will find that there is as much complaint among the residents there as there is along the "Gold Coast."

The American city is proverbially a noisy city. The average American believes in doing things and doing them quickly and effectively and does not always comport himself in accomplishing these things with the traditional ladylike *finesse*.

Several years ago the writer spent considerable time abroad, residing in one city, Berlin, nearly a year. The nature of his work required that he live near the center of the city's business activities. The difference in the amount

[1] Read at the meeting of the American Civic Association, Chicago, Nov. 15, 1921.

of noise prevalent in the business districts in some of our American cities and the German metropolis made a deep impression upon his mind. He could not help but believe that we of the western world were making too much noise and he believes so today. Moreover, he does not believe that he is looking at the noise problem through glasses of impracticability nor the eyes of a neurasthenic nor a fanatic. He is quite sure that he has never been seriously afflicted with neurasthenia and in the urban section of the city in which he resides, notwithstanding the early visit of the milkman, the delightful matutinal greeting of the neighbors' prize leghorns and the early clanging of the ecclesiastic chimes, he usually secures without much difficulty the requisite seven or eight hours seance with the god of rest and sleep.

I

As a medical man, perhaps the subject of unnecessary noises has been brought more prominently to the writer's attention than to that of the average citizen. There can be no question of doubt that noise is a decided causative factor in many nervous diseases. There is little doubt that many nervous wrecks are created every year by the incessant din and clamor to which many of us are continually subjected.

The sensitive nervous system of the city dweller is especially prone to the assaults and onslaughts of the violence of confusion, in another word, noise, and suffers a serious drain as a consequence.

Several well known literary men have recorded their views on the noise question. A well known example is that of Carlyle, who pays his respects to noise in general and the steam whistle in particular, by saying:

> That which the world torments me in most is the awful confusion of noise. It is the devil's own infernal din all the blessed day long, confounding God's works and his creatures. A truly awful hell-like combination, and the worst of it all is the railway whistle, like the screech of ten thousand cats, and every cat of them as big as a cathedral.

A writer in a current issue of *The Nation's Health* thus pays his respects to the automobile cut-out muffler and other barbarous city noises:

> The muffler which can't be cut out has come to stay and while, of course, nothing short of extermination will silence the cracked soprano, the raucous junk collector and the cheerful idiot who plays one finger piano solos, may blessings be upon the head of the health officer who will recognize and treat unnecessary and avoidable noises as a nuisance and a menace to the public health. And this is logical, for surely an offense to the ear is quite as bad as an offense to the eye or the nostril. Perhaps it may be even more harmful and surely the commission of the one should be as punishable as the other. The blessed contentment of the quiet of the open fields is not imaginary; it is a sigh of relief from nerves too taut with the stentorian voice of the city, and while the beatific silence may be occasionally broken by the tinny cacophony of the senile vehicle from Detroit, the tortured soul is soon assuaged by nature's silence.

Hollis Godfrey in the *Atlantic Monthly* mentions an article which he translated from *Le Figaro*, as follows:

> Noise has a daughter whose revisions extend in all directions: Neurasthenia. I have seen in a little village a strong peasant girl lying on her poor couch and suffering from a sickness from which her forces were slowly ebbing. The doctors all agreed in declaring that she has neurasthenia. She was absolutely illiterate. Knew neither how to read or how to write. It was not books nor meditation nor sensibility of soul which had brought her to that diseased state. No; leaving her country home she had worked in a great city whose noise had constantly alarmed her. At last she returned to the fields; she came back too late.

We may perhaps also well quote the protest of a writer in the *Boston Globe:*

> *Gentlemen:*
>
> Why is it that your switch engine has to ding and dong and fizz and spit and clang and bang and hiss and bell and wail and pant and rant and howl and yowl and grate and grind and puff and bump and click and clank and chug and moan

and hoot and toot and crash and grunt and gasp and groan and whistle and wheeze and squawk and blow and jar and jerk and rasp and jingle and twang and clack and rumble and jangle and ring and clatter and yelp and howl and hum and snarl and puff and growl and thump and boom and clash and jolt and jostle and shake and screech and snort and snarl and slam and throb and crink and quiver and rumble and roar and rattle and yell and smoke and smell and shriek like hell all night long?

Everyone knows that rest and quiet are nature's best medicines, and that in case of severe illness the physician orders these remedies. Every large community has a certain proportion of inhabitants who are not up to physical par. In Chicago, for instance, it is safe to say that there are approximately 60,000 sick people every day, many of whom are suffering from some nervous trouble, who require and should receive all the consideration it is in our power to give them. They are entitled to protection from the awful din; the municipality owes it to them; society should give it to them.

As an etiologic factor in certain varieties of deafness noise is recognized by otologists generally. That the auditory nerve and the delicate mechanism of the ear, of which there is none more intricate and sensitive in the human body, eventually resists the violent onslaught of numerous and unnecessary noises and permanently loses more or less of its acuteness is admitted by all who have given the matter any amount of study. The generally recognized application of this principle is plainly shown in the case of boilermakers who spend many hours a day in a more or less constant din, practically all of whom are deaf. One may protect one's eyes by closing them; one does not necessarily have to use the sense of smell; the sense of taste is entirely one's own desire, but there is no way of avoiding sound when one is in its sphere.

II

Noise is a cause of lowered industrial and economic efficiency. Past Assistant Surgeon J. A. Watkins of the United States Public Health Service, in a technical survey of health conservation at steel mills, published in 1916, says:

> Much of the noise in any industrial plant is, of course, a compulsory hazard, and its elimination in many plants is wholly impossible. It could, however, be made to affect a relatively small number of men only, and no doubt many noises could be eliminated.
>
> Although many workers affirm that they become thoroughly accustomed to many of these sounds, the effect of the noise on the nervous system persists, unless, by continuous exposure, dullness of hearing or deafness is produced. The influence of continuous and unnatural noise in causing fatigue is well known. The installation of silent signals for other than danger signals would have advantages over the blowing of whistles; for should the whistles not be heard or properly understood at the time they are blown some serious mishap may arise, whereas silent signals are continuous.
>
> In one shop in the Pittsburgh district an endeavor is being made to do away with unnecessary noise. The difference between it and others is astonishing. The men do work in an orderly, rapid manner; there is no confusion, no noise. If danger signals are sounded, they can be distinctly heard. After one has been in a noisy shop for some time a stay in this shop is actually restful. Light signals have been used where the duties of the workers were in sequence and have proved a great success.

Everyone knows that it is impossible to attain any high degree of efficiency in any line of endeavor or work that requires any exercise of the mind in the midst of a constant din. I believe I am safe in estimating that human efficiency is reduced at least twenty-five per cent in noisy business localities by a more or less clatter or clamor. It may be said that there is such a thing as getting accustomed to certain varieties and degrees of noise to such an extent that little harm results either to one's health or working efficiency. This may be possible for a varying

period of time, but it must be admitted that the cumulative, if not the present effect, of such violence is bound to manifest itself disastrously. We all know that our best brain work is done in an atmosphere of quiet.

Property values in every large city are markedly depreciated as the result of the noise evil. Few people enjoy living contiguous to a railroad right of way and being obliged to listen to a more or less constant ringing of bells, blowing of whistles, etc., morning, noon and night, week days and Sundays. Of course, nobody who locates near a railroad hopes for the beatific tranquility incident to the surroundings of a public burial-ground, but he expects, or at least has a right to expect, that the operation of the system of business will be conducted in a manner as considerate as possible for the welfare of the public.

III

Several years ago the city council of Chicago took up the matter of the suppression of useless noises seriously and appointed a sub-committee of the council public health committee to consider thoroughly the question and to report back to the council such recommendations as might seem necessary to bring about a better control of such noises as were considered detrimental to the health and comfort of the people. The writer had the honor of being chairman of this sub-committee. A number of public hearings were held which the public generally were invited to attend and make any complaints they deemed fit. It was astounding the number and various kinds of complaints that were made. They varied from the noisy automobile, the factory and railroad and steamboat whistles to the ringing of church bells and the crowing of roosters.

The so-called "flat" car-wheel, the worn rail, the railroad crossing bell, the crossing policeman's whistle, carpet-beating, the rattling of the milkman's cans and bottles, the summer-garden's alleged music, barking dogs and screeching cats, the news-boys, nocturnal band practice and even the rah rah boys all came in for consideration. In fact it seemed to have been proven beyond the shadow of a doubt that the traditional "57 varieties" of noise are present in Chicago, and the grave feature of the whole situation is that these complaints were all seriously made. It was moreover the belief of the committee that most of these noises are absolutely unnecessary and uncalled for in a large community.

Another feature of the subject that struck the committee very forcibly is the apparent lack of consideration for the comfort and feeling of the average citizen insofar as it relates to the noise nuisance. In practically every instance complained of it appeared that protest had been made and in many cases repeatedly to persons who certainly had it in their power to minimize the cause of the disturbance, and it was a rare exception that anything at all had been done to remedy or alleviate the conditions complained of.

It is very difficult indeed to venture a guess as to what a city's worst individual noise nuisance is,—the noises are so diversified as to their location. Perhaps 20 or 30 of the total number of the 57 classified noises are present more or less all the time during the day. Together they comprise a bedlam which in its aggregate is unquestionably shattering our nerves and indirectly shortening our lives.

Elevated railway trains in the larger cities are among the worst offenders where they run through a part of the city thick with houses, offices and stores. Engineers have worked on the

problem of lessening this nuisance, but so far as I know their work has not been of very much avail. It has been studied for many years not only in this country but in Europe as well.

Another contributory factor to unnecessary city noises is the old cobble stone pavement, which is still unfortunately present to some extent. The only advantage that it seems to possess is that it is hard and, presumably, durable. In this day and age, it would seem, it has no place in a modern city. One cannot imagine any good reason why the public should be obliged further to suffer from its existence. Wooden blocks at least have the advantage of deadening much of the sound and their smooth surface makes the keeping of the roadway clear of dirt and filth easy and economical.

Then, again, the surface street cars make too much noise. The motorman's gong, surely, is not nearly so loud or used so agressively as was the case a number of years ago and yet it is still too noisy. The rail connections, especially at junction points, frequently seem to be too loose and in many cases the cars almost jump over the rails, adding much to the sum total of apparently useless noises. There cannot be much excuse for the continued use of the so-called "flat wheel" and yet on certain lines of many cities they are not at all uncommon, adding much to the annoyance and discomfort of our citizens. The use of the flat wheel should be prohibited.

The shrill blast of the crossing policeman's whistle in downtown districts has been objected to by many citizens. It is said to be decidedly objectionable and irritating to people who spend a good part of their time on the streets or who are employed in stores and offices on the first floors of large buildings. There seems to be no legitimate reason why police officers cannot control traffic in streets by hand or mechanical signals as is done with perfect success in some American and foreign cities, or that less penetrating whistles be employed. If other street noises were reduced it would not be necessary to use a whistle that can be heard a distance of two or three blocks in a still atmosphere to signal to a teamster 30 to 40 feet away. I would like to see the noiseless white glove signal tried out in every large city. It has been employed in the park and boulevard systems of this city for many years and has proven effective and satisfactory.

IV

There has been much complaint concerning the noisy operation of automobiles and motorcycles, and justly so, it would seem. Several years ago, before the mechanism of these motor vehicles was perfected, there might have been some excuse for it, but in this day of mechanical perfection the auto should be practically silent in its operation. In most instances there is no reason to complain of noisy operation of automobiles. A small minority of drivers, however, evidently believe it to be the height of propriety and exceedingly clever to make about all the noise they can in the public streets. These gentlemen seem to be in the class of those who violate the speed laws. They are absolutely inconsiderate of the welfare of the public and are to be classed among the undesirables. They usually have 40 to 60 horsepower engines and throw open the muffler as they tear down the street, all too frequently between the hours of 11 p.m. and 2 or 3 o'clock in the morning, awakening everyone within a radius of several blocks. They generally possess and use a horn of a volume three or four times greater than there is any legitimate necessity for.

If one drives carefully, little signaling is necessary. I know an individual who has driven an automobile daily for several months on an average of forty miles a day, and really had no trouble in getting along without any horn at all.

The motorcyclist is an individual against whom much complaint has been rightfully lodged. He has been accused of frequent open violation of the speed laws as well as of making too much noise. It is said that many of these machines in use have absolutely no muffler at all. Better regulation of these motorists by ordinance seems to be indicated.

The blowing of factory whistles is an unnecessary nuisance. It certainly does not seem at all necessary that workmen should be called to work and dismissed several times a day by the blowing of whistles that can be heard for miles to the annoyance and discomfort of hundreds of sick and nervous people. Railroad corporations and large department stores employing thousands of persons do not find it necessary to employ such methods and it would seem that gongs connected by wires with the timekeeper's office might be used as effectively and without annoyance to anyone. The factory whistle is doubtless a relic of olden times when watches and clocks were expensive and uncommon.

The crying of their wares and produce by hucksters and peddlers has become an intolerable nuisance in some communities. Where there are many sick people and in sections of the city where many people who work nights are trying to obtain some sleep during the day, it seems to be the worst. Stentorian crying is an unnecessary adjunct to the peddling business.

The visit of early morning milkmen is a source of much annoyance and irritation to the average citizen. From observations and reports, he seems to arrive about the same time all over town, anywhere from 3:30 to 6:30 o'clock. He announces his coming with a wagon whose wheels play in and out upon the axles to a wholly unnecessary degree. His well and heavily-shod horse seems to stamp his hoofs forcibly upon the hard pavement in order to call to the attention of the sleeper that his master is about to appear upon the scene. Then there is some jingling and jangling of bottles which rends the peace and tranquility of the early morning air and then begins the noisy ascent of the one, two or three flights of stairs. Delivery consolidation and better equipment of men and vehicles would tend to ameliorate this nuisance.

The noise and annoyance incident to the keeping of domestic animals in a large city is a problem somewhat difficult of control. That the barking dog, the bellicose feline and crowing rooster figure to quite an important extent in shattering the nerves and developing and encouraging profanity in most cities seems to be borne out by investigation and observation. There are many intelligent citizens who believe that a large city is no place for either dogs, cats or chickens, and yet the records of the city collector's office show the many thousands of dogs that are annually licensed in the city.

It is time for good citizens to take a serious interest in the problem. The passage and enforcement of anti-noise ordinances will not alone bring about a quiet city. It will help some but what is needed more than anything is the creation of popular sentiment against the continuance of the noise nuisance and in favor of the enforcement of ordinances relating thereto. It means a campaign of education. When people learn that much of the noise made is not in the least necessary but harmful to the health and comfort of the

community, and that much of it can be dispensed with without injury to legitimate commercial interests, the battle will be more than half won. The public must be taught that quiet surroundings as well as pure food, pure water, clean air and proper methods of sewage disposal are all hygienic measures essential to the health and comfort of all.

GIFFORD PINCHOT AND THE DIRECT PRIMARY

BY T. HENRY WALNUT
Of the Philadelphia Bar

At least once in Pennsylvania the Direct Primary functioned as its early disciples intended it should. :: :: :: :: :: ::

FAITH sometimes is rewarded. In 1913 when the state wide primary act was passed in Pennsylvania there was faith that its passage marked the end of machine domination in the selection of nominees. There was perhaps something childlike in the faith. Certainly it could show small justification until this year when Gifford Pinchot was nominated.

PINCHOT STARTED WITH NO FACTION BEHIND HIM

The story of his nomination is not quite so pure and simple as the original ideal but approximates it. He started his campaign for nomination on his own initiative and without the backing of any recognized political group. He was not a candidate of any faction or leader or combination of leaders. He was Gifford Pinchot exercising his right to submit his name to the Republican voters of the state for the party's nomination. In its origin his campaign represented the original simon pure ideal of the primary, and he was not granted an outside chance of winning by the practical men.

Ten years' experience under the primary had pretty well destroyed any faith in the chances of an independent candidate. In 1914 a respectable and independent gentleman had offered his name as a substitute for that of Boise Penrose, who was generally held to be neither respectable nor independent. He received ten thousand votes and Senator Penrose eighty thousand. In 1918 an aggressive crusader from the western end of the state launched a campaign for the Republican nomination for governor, and arrived nowhere.

These two efforts did not constitute by any means all of the contests in the state wide primary between 1913 and 1922. There were a number of bitter contests but in all cases the candidates went into battle with more or less political organization back of them, and the "more" invariably triumphed over the "less."

So we learned in Pennsylvania when a candidate entered the list to inquire at once "who is back of him?" and if no sufficient name appeared in the answer the candidate was promptly ignored as a factor in the fight. That question was asked about Pinchot by the knowing ones, and when they became convinced that no one was back of him but a lot of citizens who didn't count, they passed him up as a real